HV
9305
C2
B87
2011
IGSL
UCB

CJ bulletin

Criminal Justice Research Division, SANDAG

Adult Offenders in Local Custody and Under Community Supervision in San Diego County: Current Capacities and Future Needs

September 2011

Cynthia Burke, Ph.D.
Division Director

SANDAG

401 B Street
Suite 800
San Diego, CA 92101
(619) 699-1900

BOARD OF DIRECTORS

SANDAG

The 18 cities and county government are SANDAG serving as the forum for regional decision-making. SANDAG builds consensus; plans, engineers, and builds public transit; makes strategic plans; obtains and allocates resources; and provides information on a broad range of topics pertinent to the region's quality of life.

CHAIR
Hon. Jerome Stocks

FIRST VICE CHAIR
Hon. Jack Dale

SECOND VICE CHAIR
Hon. Jim Janney

EXECUTIVE DIRECTOR
Gary L. Gallegos

CITY OF CARLSBAD
Hon. Matt Hall, Mayor
(A) Hon. Ann Kulchin, Mayor Pro Tem
(A) Hon. Farrah Douglas, Councilmember

CITY OF CHULA VISTA
Hon. Cheryl Cox, Mayor
(A) Hon. Rudy Ramirez, Deputy Mayor
(A) Hon. Steve Castaneda, Councilmember

CITY OF CORONADO
Hon. Carrie Downey, Councilmember
(A) Hon. Al Ovrom, Mayor Pro Tem
(A) Hon. Michael Woiwode, Councilmember

CITY OF DEL MAR
Hon. Carl Hilliard, Deputy Mayor
(A) Hon. Terry Sinnott, Councilmember
(A) Hon. Mark Filanc, Councilmember

CITY OF EL CAJON
Hon. Mark Lewis, Mayor
(A) Hon. Jillian Hanson-Cox, Councilmember

CITY OF ENCINITAS
Hon. Jerome Stocks, Deputy Mayor
(A) Hon. Kristin Gaspar, Councilmember
(A) Hon. Teresa Barth, Councilmember

CITY OF ESCONDIDO
Hon. Sam Abed, Mayor
(A) Hon. Marie Waldron, Councilmember
(A) Hon. Ed Gallo, Councilmember

CITY OF IMPERIAL BEACH
Hon. Jim Janney, Mayor
(A) Hon. Jim King, Councilmember
(A) Hon. Lorie Bragg, Councilmember

CITY OF LA MESA
Hon. Art Madrid, Mayor
(A) Hon. Mark Arapostathis, Councilmember
(A) Hon. Ruth Sterling, Councilmember

CITY OF LEMON GROVE
Hon. Mary Teresa Sessom, Mayor
(A) Hon. Jerry Jones, Mayor Pro Tem
(A) Hon. George Gastil, Councilmember

CITY OF NATIONAL CITY
Hon. Ron Morrison, Mayor
(A) Hon. Rosalie Zarate, Councilmember
(A) Hon. Alejandra Sotelo-Solis, Vice Mayor

CITY OF OCEANSIDE
Hon. Jim Wood, Mayor
(A) Hon. Jack Feller, Councilmember
(A) Hon. Gary Felien, Councilmember

CITY OF POWAY
Hon. Don Higginson, Mayor
(A) Hon. Jim Cunningham, Councilmember
(A) Hon. John Mullin, Councilmember

CITY OF SAN DIEGO
Hon. Jerry Sanders, Mayor
(A) Hon. Lorie Zapf, Councilmember
(A) Hon. David Alvarez, Councilmember
Hon. Anthony Young, Council President
(A) Hon. Sherri Lightner, Councilmember
(A) Hon. Todd Gloria, Councilmember

CITY OF SAN MARCOS
Hon. Jim Desmond, Mayor
(A) Hon. Hal Martin, Vice Mayor
(A) Hon. Rebecca Jones, Councilmember

CITY OF SANTEE
Hon. Jack Dale, Councilmember
(A) Hon. John Minto, Vice Mayor
(A) Hon. Rob McNelis, Councilmember

CITY OF SOLANA BEACH
Hon. Lesa Heebner, Mayor
(A) Hon. Mike Nichols, Councilmember
(A) Hon. Dave Roberts, Councilmember

CITY OF VISTA
Hon. Judy Ritter, Mayor
(A) Hon. Steve Gronke, Councilmember
(A) Hon. John Aguilera, Mayor Pro Tem

COUNTY OF SAN DIEGO
Hon. Bill Horn, Chairman
(A) Hon. Dianne Jacob, Supervisor
Hon. Ron Roberts, Vice Chair
(A) Hon. Greg Cox, Chair Pro Tem
(A) Hon. Pam Slater-Price, Supervisor

ADVISORY MEMBERS

IMPERIAL COUNTY
Hon. John Renison, Supervisor, District 1
(A) Mark Baza, Executive Director, ICTC

CALIFORNIA DEPARTMENT OF TRANSPORTATION
Malcolm Dougherty, Director
(A) Laurie Berman, District 11 Director

METROPOLITAN TRANSIT SYSTEM
Harry Mathis, Chairman
(A) Hon. Al Ovrom

NORTH COUNTY TRANSIT DISTRICT
Hon. Chris Orlando, Chairman
(A) Dave Roberts
(A) Mark Packard

U.S. DEPARTMENT OF DEFENSE
CAPT Clifford Maurer, USN, CEC,
Southwest Division Naval Facilities Engineering Command
(A) CAPT James W. Wink, USN, CEC
Southwest Division Naval Facilities Engineering Command

SAN DIEGO UNIFIED PORT DISTRICT
Scott Peters, Chairman
(A) Dan Malcolm, Commissioner

SAN DIEGO COUNTY WATER AUTHORITY
Mark Muir, Director
(A) Javier Saunders, Director

SOUTHERN CALIFORNIA TRIBAL CHAIRMEN'S ASSOCIATION
Hon. Edwin 'Thorpe' Romero
Barona Band of Mission Indians
Hon. Allen Lawson
San Pasqual Band of Diegueño Indians
(A) Robert Smith,
(Pala Band of Mission Indians)

MEXICO
Hon. Remedios Gómez-Arnau
Cónsul General of Mexico
Hon. Martha E. Rosas,
Deputy Cónsul General of Mexico

As of September 20, 2011

HV9305
C2 B87
2011
IGSL
UCB

ADULT OFFENDERS IN LOCAL CUSTODY AND UNDER COMMUNITY SUPERVISION IN SAN DIEGO COUNTY: CURRENT CAPACITIES AND FUTURE NEEDS

INTRODUCTION

Over the years, the Criminal Justice Clearinghouse at the San Diego Association of Governments (SANDAG) has periodically produced a report entitled "Local Detention Facilities in the San Diego Region." Historically, this report has examined the number and characteristics of adults and juveniles detained locally in jails and other facilities by either the San Diego County Sheriff's or Probation Departments. However, with crime and arrest rates steadily declining and jail populations also going down, the most recent report was published over a decade ago, in 1999. As such, despite the fact that crime remains at 30-year lows[1], it seemed timely to update this report, especially given the upcoming changes across the state that will significantly impact who is detained and supervised locally, as opposed to at the state level through Assembly Bill 109 (Segerblom) (AB 109). Since this realignment currently applies solely to adult offenders, this bulletin is likewise focused on adults who have been detained and under community supervision in 2006, 2009, and 2010.[2] These data are summarized and presented to serve as a baseline for 2011 and future years when these significant shifts in public policy have been made and the local justice system has responded. The information presented here will be useful to regional stakeholders as a tool to prepare and plan for the new populations that will be supervised locally, document the effects of various policy changes, and determine where additional resources may be needed.

REPORT HIGHLIGHTS

- Approximately 268 individuals were booked into one of the three local detention facilities operated by the San Diego County Sheriff's Department each day in 2010.
- While the adult inmate population at Sheriff's detention facilities was at 103 percent capacity in 2010, there was variation across the seven facilities, ranging from 83 percent at the Central Jail (the largest booking facility in the County for males) to 145 percent for Las Colinas (the only facility that houses solely females).
- In 2010, 67 percent of Sheriff's inmates were unsentenced and 33 percent were sentenced. The average length of stay for an unsentenced inmate was just over five days, compared to around two and a half months for sentenced inmates.
- In 2010, around one in three Sheriff's inmates had some history of aggressive behavior which resulted in a housing classification of high, maximum, or high-maximum.
- Based on monthly averages, around 15 percent of the detention population overall in 2010 required some type of protective custody or administrative segregation.
- While more than four times as many people were booked into local detention facilities than were on probation in 2010 (97,955 bookings compared to 22,660 individuals on probation), on any given day, almost four times as many people were under community supervision (16,417 at the end of 2010, compared to 4,649 average daily population at the jails).
- AB 109 goes into effect October 1, 2011, increasing the number of individuals detained in our local jails and supervised locally by Probation by approximately 4,000 individuals annually.

[1] Burke, C. (2011). *Thirty years of crime in the San Diego Region: 1981 – 2010.* San Diego, CA: San Diego Association of Governments.

[2] Special thanks are extended to staffs of the San Diego County Sheriff's and Probation Departments, Chula Vista Police Department, and Correctional Alternatives, Inc. for their assistance in compiling the data for this report, as well as for their thoughtful review prior to publication.

IMPLICATIONS OF CRIMINAL JUSTICE REALIGNMENT

At the time of this report, individuals can be held in local detention facilities pre-sentence (if they have not been released on bail or through other pre-trial release mechanisms) and post-sentence if convicted and sentenced for 12 months or less (for either a misdemeanor or felony offense). These individuals can also be sentenced by the court to be supervised by Probation as an alternative to serving any time in custody or following some period of time in detention. However, if an individual is convicted for a felony and is sentenced to serve a period longer than 12 months, they are placed under the jurisdiction of the state correctional system (i.e., prison) through the California Department of Corrections and Rehabilitation (CDCR), rather than local custody. Once an individual is released from prison, s/he is then placed under parole supervision for some period of time.

Over the past decade, while crime rates and local detention populations have been declining, the number of inmates housed in California's prisons has escalated, due in large part to revocations from parole to prison for technical violations. In response to the debate over how to fix California's chronic prison overcrowding and overextended parole system, Governor Brown signed AB 109 into law in April 2011. Referred to as Brown's "Realignment Plan," this change takes effect October 1, 2011, and affects who is detained in our local jails and supervised locally by Probation. Broadly, this plan shifts responsibilities from the state to the counties for incarcerating, supervising, and rehabilitating offenders who have committed non-violent, non-serious, and non-sexual crimes and have no prior convictions for these types of offenses ("non-non-nons" or "N3"). The counties will also be responsible for providing supervision of Post-Release Offenders (PRO): (1) those released from prison after serving sentences for non-violent and non-serious offenses and who have no prior convictions for these types of offenses, and (2) low- and medium-risk sex offenders being released from prison.[3]

Once realignment is fully implemented, San Diego County expects to absorb an additional 4,000 offenders annually who would have previously come under state jurisdiction. The Sheriff estimates that its local jails will reach capacity within eight months of start-up and 1,000 to 2,000 more jail beds will be needed by fall 2013. Probation is similarly preparing for a surge in its caseload due to supervising felons who would normally be under state parole jurisdiction. While one benefit of realignment is inarguably the reduction of inmate populations in California's prisons, which as of July 2011 were operating at 192 percent of design capacity according to CDCR statistics, the overarching concern by many is that any benefit could be undermined if the state underfunds their mandate to county public safety agencies.

To ensure that public safety is maintained with these impending changes, San Diego County public safety and public health leaders are working collaboratively as part of the Community Corrections Partnership (CCP) Executive Committee, to finalize a plan for approval by the San Diego County Board of Supervisors. This plan ensures the pre-trial process is enhanced to increase jail capacity for new populations, improve and streamline felony settlement processes and incorporate evidence-based practices into sentencing options for felony offenders, employ alternative custody options and programs, and provide evidence-based supervision and intervention services to post-release offenders by using risk-based supervision identified through standardized risk assessments. Throughout this process, SANDAG will be working with local public safety partners to track relevant statistics, document policy changes and implications, and measure possible outcomes.

[3] Additional information about the Realignment Plan can be found at www.cdcr.ca.

OVERVIEW OF LOCAL DETENTION FACILITIES

There are a total of nine local detention facilities for adult offenders in San Diego County – seven that are operated by the Sheriff's Department, one by the Chula Vista Police Department, and a work furlough program operated by a private contractor. An overview of these facilities, based on the most current information available at the time of this publication, is provided here.[4]

Sheriff's Department Facilities

With an annual Fiscal Year (FY) 2009-10 budget of over $192 million, which is just over one-third (35%) of their total budget, the San Diego County Sheriff's Department, by volume, operates the twelfth largest detention system in the United States, with seven separate facilities. As previously noted, these facilities are used for detention prior to arraignment, after arraignment, during trial, and for sentences up to one year. In FY 10, the average daily cost of housing, feeding, and caring for individuals detained at these facilities was $137 per inmate, an increase from $119 in FY 09 and $98 in FY 06.

The following section describes each of these seven facilities and offers an overview of the types of services offered to inmates, including medical and other types of programs to meet the special needs of offenders. The map in the appendix shows the geographical location of each of these facilities.

- The **San Diego Central Jail** is a maximum-security facility[5] in downtown San Diego for males, built in 1998, that is one of the three booking facilities in the county, accepting approximately over half of the system's inmates. At around 412,000 square feet, it is the newest facility in the county, has a Corrections Standards Authority (CSA) rated capacity of 944, and is equipped with four video courtrooms, a 20-bed certified medical treatment center, and a 30-bed psychiatric unit. Individuals booked into the Central Jail are classified and assigned throughout the Sheriff's facilities.

- The **Vista Detention Facility**, which was built in three phases beginning in 1978, is the only facility that detains both male and female inmates. Located in North County, the Vista Jail is also a maximum-security and booking facility. In addition, because the Vista Jail is equipped with special medical isolation cells, inmates requiring segregation due to medical conditions may be transferred here from other locations. The majority of females booked into the Vista Jail are transferred to Las Colinas Detention Facility.

- **Las Colinas Detention Facility** is located in the City of Santee and is the third booking facility in the County. This maximum-security facility houses only females. Prior to 1977, females were booked into the Central Jail.

- The **South Bay Detention Facility** (SBDF) is a maximum-security facility located in the City of Chula Vista. Constructed four stories beneath the South Bay Regional Justice Center, it opened for service to the community in 1982. Male inmates housed at this location are on trial or are awaiting trial in the South Bay Judicial District.

- **George F. Bailey Detention Facility** (GBDF) is a maximum-security facility located in Otay Mesa. The largest of the Sheriff's facilities, GBDF, was completed in 1991 and opened in April 1993. GBDF detains male inmates, including a variety of individuals with special needs, such as those with stabilized chronic medical conditions.

- **East Mesa Detention Facility** (EMDF) is a medium-security facility, located at the same site as the GBDF in Otay Mesa, which houses lower risk male inmates. EMDF was initially built as a Probation camp in conjunction with the GBDF and was turned over to the Sheriff's Department in 1991. EMDF is the site for food preparation and laundry service for the entire

[4] Because the focus of this bulletin is on local detention populations, federal and privately operated detention facilities are not described.

[5] The types of buildings, locks, fences, alarms, and other security measures which are used to keep an inmate in custody, determine security levels.

jail system. In addition, the County of San Diego's Local Re-entry Program (LRP), a collaborative partnership between the Sheriff's Department, District Attorney's Office, Probation Department, and Courts, is coordinated at this facility. The goal of this program is to reduce recidivism through the development and improvement of life skills necessary for successful reintegration into the community through the utilization of evidenced-based practices.

- **Facility 8 Detention Facility** is a medium-security facility built in conjunction with GBDF in 1991. From 1991 to 2006, the County of San Diego leased the unit and associated land to the Wackenhut Corporation and then to the Correctional Corporation of America (CCA). On June 1, 2006, by contractual agreement, the original housing unit was returned to the County of San Diego and renovations to bring the facility up to standards immediately began. While this 200-bed facility is a mirror image of the housing units found at GBDF and is designed as a maximum-security jail, only low-medium security inmates have been housed at the facility since it was taken over by the Sheriff's Department.

Sheriff's Facility Services

Medical Services

The Medical Services Division (MSD) manages all health care services for inmates at the seven detention facilities operated by the Sheriff's Department. The core mission of the MSD is to meet the emergency and basic health care needs of all inmates incarcerated in the seven detention facilities and to prevent the spread of communicable and contagious diseases, through partnering with the County's Public Health Services Division.

Medical services are available to arrestees from the time they enter the Sheriff's custody. At the time of arrival at one of the three booking facilities, a Registered Nurse (RN) questions the arrestees about their health needs and visually assesses their condition. If the Sheriff's Department is able to handle the medical and mental health needs of the arrested person they are then processed into the jail. Should the medical or mental health condition warrant immediate intervention beyond the capability of MSD, the arrestee is not accepted into custody and a recommendation to the arresting officers to take the arrestee to the nearest appropriate provider is made. If, at any time, an inmate/patient has a medical emergency or becomes ill and requires hospitalization, s/he is sent to a hospital.

Medical services in the jails are similar to an ambulatory clinic setting. At the time of this report, five of the seven facilities staff RNs 24 hours per day. Access to Medical Doctors (MDs) is available at sick calls five to seven days a week depending upon the facility. Dental services are also available. Nursing staff, who are County employees, deliver prescribed medication as ordered to each inmate. MD services, both medical and psychiatric, are provided under contract to outside vendors, including the University of California San Diego. In order to reduce the utilization of outside hospitals, medical observation beds are available at the four largest facilities (Central Jail, Las Colinas, Vista Jail, and GBDF).

Mental Health Services

It is the mission of the MSD's mental health program to identify mentally ill individuals in the custody of the Sheriff's Department and provide comprehensive psychiatric care and related case management social services. There are two inpatient acute care hospital units in the jails. The Central Jail has a 30-bed inpatient unit for men and Las Colinas has a 16-bed inpatient unit for women. The population of these units consists of involuntary and voluntary patients who need a supportive therapeutic environment with mental health clinicians and services. In addition, misdemeanor "Not Mentally Competent (1370.01)" patients are committed to these units for treatment and restoration to competency by the unit staff. Psychiatric care offered in the inpatient units consists of multi-disciplinary assessments and a comprehensive treatment plan.

The programs are designed to address the rehabilitation and recovery needs of those suffering from a mental health issue. Group treatment programs focus on areas of life skills, recovery, cognitive reorganization, therapy, discharge planning, and community reentry referrals to support continuity of care for those released from jail.

Patients in the mainline population also receive psychiatric evaluations and follow-up care, with 1,200 to 1,500 patient contacts made per month, on average. Mental health screenings are provided to inmates who have been identified as having previously received psychiatric service in the community, and are requesting continuation of services; inmates who are interested in receiving psychiatric care while in custody without previous psychiatric care in the community; and inmates who, after being assessed by medical staff, are believed to require psychiatric services while in custody. This latter category pertains particularly to patients who present symptoms of sleep disturbance, anxiety, and depressive symptoms and are not psychotic. Patients in crisis are seen immediately and other patients are seen in accordance with established psychiatric protocols.

The Multi-disciplinary Behavioral Group (MDG), which was piloted at the Vista Jail, identifies special needs inmates who pose management problems to sworn and professional staff. These inmates often have a mental illness and/or are mentally or developmentally challenged. The MDG is comprised of sworn, medical, psychiatric, counseling staff, as well as support staff (e.g., chaplains). The disciplines collaborate on treatment plans for the identified special needs inmates and have been successful in significantly decreasing negative encounters and uses of force between the inmates and sworn staff. The MDG has also enhanced communication between mental health and counseling staff and their counterparts in the community, developing appropriate discharge plans for the inmates.

Inmate Services Division

Inmates detained in local detention facilities often have special needs that can be addressed during their time in custody. The Inmate Services Division seeks to maintain the general well being of inmates while in custody. It is the Division's goal to prepare these individuals for life after incarceration and reduce recidivism through drug treatment, training, and education, including the LRP previously described that is offered at the EMDF. To accomplish this goal, staff and volunteers offer a variety of services. All of these programs are primarily financed from funds acquired through the commissary and inmate telephone use. While the type of programs vary from facility to facility to some degree, they generally relate to meeting the educational (e.g., GED classes), vocational (e.g., culinary, construction, landscaping), life skills (e.g., parenting), substance abuse, and other (e.g., cognitive/behavioral) needs of the inmates. In addition to these services, all inmates are provided with recreational reading material, have access to the law library services, and can attend religious services.

Future Sheriff's Department Facility Planning

Based on the age of some of the facilities, as well as the expected need for additional jail bed space in the coming years, a number of plans are in place to expand and replace current facilities. A description of these plans is provided here, based on the most up-to-date information available at the time of the publication of this report.

First, the 1960s-era Las Colinas will be replaced with a new women's facility that will include 34 buildings across 45 acres. The 1,216-bed facility will be built on existing and adjacent Las Colinas properties and as new facilities are constructed, the old buildings will be demolished. The new complex will incorporate a number of design innovations including clusters of smaller-scale housing units that are grouped according to detention levels that support the varying security classifications of the inmate population. The layout will combine generous use of open space and landscaping amenities to create a campus-

like environment. The development will include dining, medical, administrative and security facilities; buildings for inmate industries; a rehabilitation and learning resource center; and a new entrance with expanded parking for staff and visitors. The project will consist of two phases with Phase I being completed in the spring of 2014 (832 beds) and Phase II completed by the summer of 2015.

Second, to help accommodate the need for additional bed space associated with realignment, the Sheriff's Department is investigating the possibility of expanding bed space at the EMDF by an additional 400 to 450 beds. To accomplish this plan, an infill development project using empty lots, underused buildings, and other available space would include dorm-style housing, dayroom and restroom facilities, as well as any necessary infrastructure and support facilities required to serve the new housing units. The proposed expansion would be classified as a Type II detention facility although the intent is to house mostly low-level offenders sentenced to local custody.

One other possible addition to local detention facility options involves the County of San Diego resuming control over a facility currently being operated by a private vendor. This facility was built in the late 1990s in Otay Mesa (near the GBDF) by the CCA to hold federal prisoners and Immigration and Naturalization Service detainees. As part of the original agreement between the County of San Diego and CCA, this facility, which sits on approximately 19 acres and consists of five separate 200-bed housing units, would return to the County to use after necessary repairs and reconstruction were completed, tentatively during the summer of 2016.

Other Booking Facilities

In 2004, the City of Chula Vista completed construction of a new 8,850 square foot, 48-bed, 13-cell jail. While it was initially used solely as a local holding facility, in September 2005, it transitioned to a Type I jail where local inmates could be detained up to four days pre-arraignment. This transition was based, in part, on the assumption that sworn officer time that would have been spent transporting individuals to the Central Jail could be better utilized. In December 2006, it further evolved into a Type II facility where 12 beds were reserved for local pre-arraignment male inmates and 36 reserved for state inmates who could be detained for as long as 60 days.

Work Furlough Option

The Work Furlough Center has been a privately-operated residential facility since 1995 when the County transferred oversight of the daily operations from the Probation Department to a private vendor that is currently Correctional Alternatives, Inc.

Located in the City of San Diego, the facility can house up to 170 low-risk offenders (150 males and 20 females) at one time. Females were first admitted to the program in 1997. Individuals sentenced to the Center can serve up to one year and are required to maintain employment for a minimum of 35 hours per week during this time period. Residents of the facility are only allowed to leave the premises to go to work, attend religious services, or complete any other court-ordered requirements related to their sentence. Staff at the Center regularly checks the employment status of the individuals under their supervision and conducts random alcohol and other drug tests. Residents are required to pay a daily fee ($42 approved by the Board of Supervisors in 2008) to cover the cost of their room and board. Because one option for reducing the detention population is increasing the use of work furlough, it is important to consider current and future capacities at this type of facility.

ADULT INMATE POPULATION TRENDS

Bookings

A key factor related to the number of inmates in custody is bookings, or admissions. Bookings are affected by the number of adult felony and misdemeanor arrests, as well as state and local policies regarding who should be booked upon arrest, and who is cited and released.

In 2010, a total of 97,955 individuals were booked into one of the three Sheriff's booking facilities, an increase of 2 percent from 2006 (when there were 96,262 bookings overall) and a decrease of 1 percent from 2009 (when there were 98,591 bookings overall). This equates to around 268 adult bookings every day or 11 every hour. Over half (59%) of these bookings occurred at Central Jail, 25 percent at Vista Jail, and 17 percent at Las Colinas (not shown).

In each of the three comparison years, about half of the bookings represented felonies (49% in 2006, 48% in 2009, and 47% in 2010), with the number of felony bookings decreasing slightly in 2010 (to 46,425), compared to 2009 (2%) and 2006 (2%) (Figure 1 and not shown). In comparison, the number of individuals booked for a misdemeanor level offense increased from 48,351 in 2006, to 49,935 in 2009, and 50,400 in 2010 (Figure 1).[6] "Other" includes immigration, other federal charges, and probation violations that do not fit in the other two categories.

In 2010, an additional 3,010 males were booked into the Chula Vista Booking Facility, which was a decrease of 17 percent from the previous year (when there were 3,632 bookings) and a decrease of 29 percent from 2006 (when there were 4,238). Over time, the proportion of bookings that have involved a felony level offense have increased at this facility, with 29 percent in 2006, compared to 53 percent in 2009 and 59 percent in 2010 (not shown).

Figure 1
NUMBER OF BOOKINGS INTO SHERIFF'S FACILITIES BY HIGHEST OFFENSE 2006, 2009, and 2010

SOURCE: San Diego County Sheriff's Department, SANDAG

Average Daily Population

At least three different capacity measures can be used to reflect the ability to house incarcerated individuals and measure the extent of overcrowding. First, "rated capacity" refers to the number of beds or inmates assigned by a rating official to institutions within a jurisdiction. Second, "operational capacity" is the number of inmates who can be accommodated based upon staffing and program capabilities. Third, "design capacity" is the number of inmates who were planned for (e.g., number of beds) when the facility was originally built.

One measure of detention facility crowding is to compare the average number of inmates in custody per day (Average Daily Population or ADP) to the capacity for that facility as a percentage. A figure of 100 percent indicates that

[6] For comparison purposes, in 2010, 97,965 adult arrests were made by local law enforcement in the San Diego region, with some of these arrests resulting in detainment. Most of these arrests were for misdemeanor offenses (68,823), as opposed to felony offenses (29,142).

the number of inmates equals capacity. As Table 1 shows, the adult inmate population during 2010 was at 103 percent capacity (based on the facility's CSA rated capacity), but varied from a low of 83 percent at the Central Jail to a high of 145 percent at Las Colinas. As discussed earlier in this report, plans are currently in place to build a new women's facility in the coming years.

The ADP for the Chula Vista Booking Facility in 2010 was 2.6 of the 12 available beds and according to statistics provided by Probation, the ADP for the Work Furlough Center in 2010 was 96 of the 170, suggesting this option could be further utilized by probationers who meet program criteria (not shown).

Table 1
SHERIFF'S FACILITY-RATED CAPACITY AND AVERAGE DAILY POPULATION
2010

Facility	ADP	CSA Rated Capacity	% of Capacity
GBDF	1,548	1,380	112
Central	784	944	83
Vista	742	820	90
Las Colinas	625	432	145
EMDF	395	360	110
SBDF	379	386	98
Facility 8	176	200	88
TOTAL	**4,649**	**4,522**	**103**

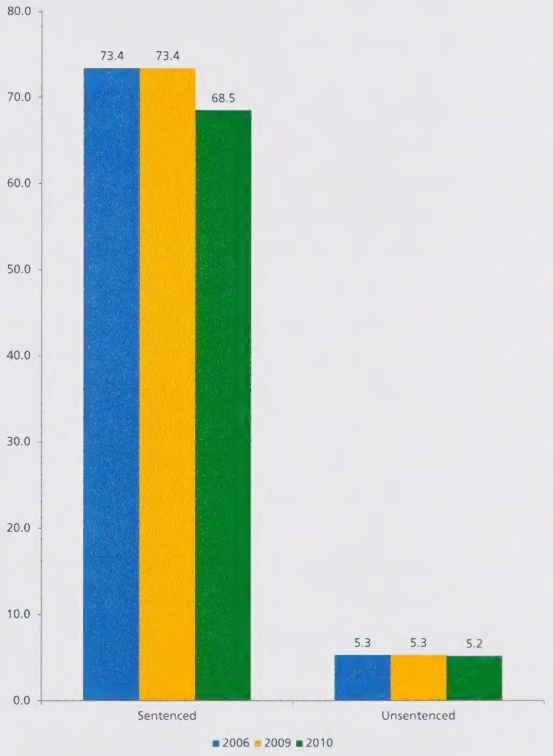
SOURCE: San Diego County Sheriff's Department, SANDAG

Average Length of Stay

On average, a sentenced inmate booked into a Sheriff's facility spent 68.5 days in custody during 2010, a decrease of 7 percent from 2006 to 2009 when the average was 73.4 days. Unsentenced inmates, in comparison, spent an average of about five days (5.2 in 2010 and 5.3 in 2009 and 2006) during each of the three time periods (Figure 2).

For the Chula Vista Booking Facility, where the maximum amount of time an individual could stay is four days pre-arraignment, the average length of stay increased slightly over time, from 1.2 days in 2006, to 1.3 in 2009, and 1.5 in 2010 (not shown).

Figure 2
AVERAGE DAYS IN CUSTODY
BY SHERIFF'S INMATE TYPE
2006, 2009, and 2010



SOURCE: San Diego County Sheriff's Department, SANDAG

ADULT INMATE PROFILE

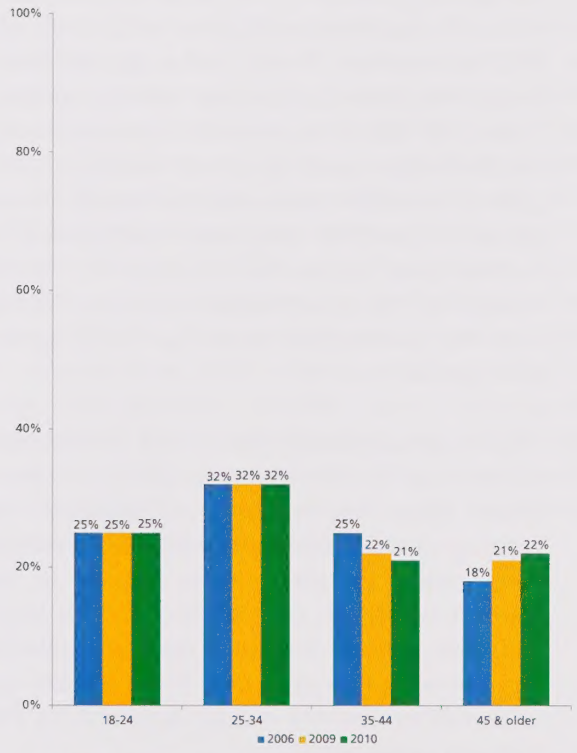
Who is incarcerated in San Diego County, how do these individuals compare to the population as a whole, and how has the inmate population changed in recent years? To answer these questions, demographic and sentencing information was obtained from the Sheriff's Department for a general profile of the local detention population in 2010.

Demographic Characteristics

As Figure 3 shows, while the percent of inmates 34 years of age and younger has remained stable since 2006, the percent 45 years of age and older has increased slightly and the percent 35 to 44

has decreased to the same degree. Since offenders with longer criminal histories may be entering the Sheriff's system, it is possible that this age distribution will include greater shifts in the future. Not surprisingly, the local detention population is very different in terms of age compared to the general adult population in the County, with almost half (48%) of the general population 45 years of age and older, 18 percent 35 to 44, 19 percent 25 to 34, and 15 percent 18 to 24, according to 2010 estimates (not shown).

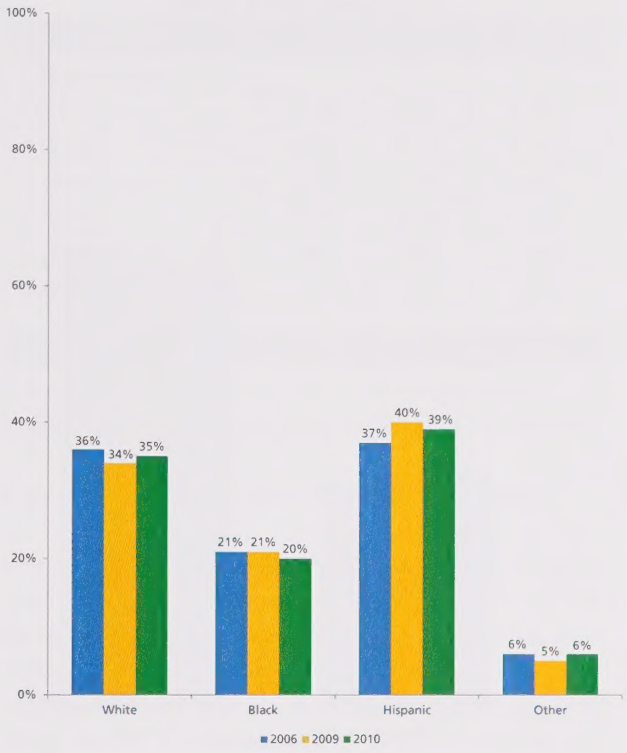
Figure 3
AGE DISTRIBUTION OF SHERIFF'S INMATES
2006, 2009, and 2010



SOURCE: San Diego County Sheriff's Department, SANDAG

As Figure 4 shows, the ethnic distribution of the inmate population also did not vary significantly compared to 2006 and 2009, with about one-third described as White, one-fifth as Black, around two-fifths as Hispanic, and the rest as "other." According to 2010 estimates for the general adult population, Whites represent 53 percent of the general population, Blacks 5 percent, Hispanics 27 percent, and other ethnicities 15 percent (not shown).

Figure 4
ETHNIC DISTRIBUTION OF SHERIFF'S INMATES
2006, 2009, and 2010



SOURCE: San Diego County Sheriff's Department, SANDAG

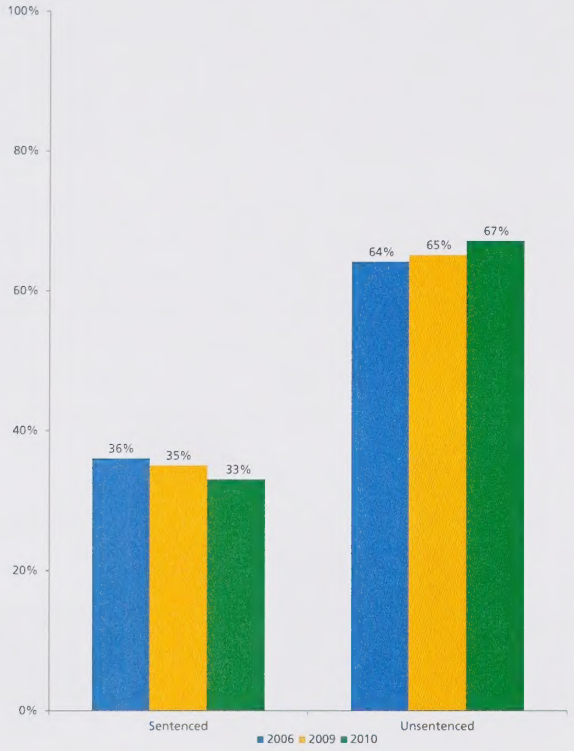
Despite the fact that national attention has been focused on greater growth in offending by the female population[7], the percent of females detained in local detention facilities has remained fairly stable, with females representing 15 percent in 2010 and 2009, and 16 percent 2006. For comparison purposes, half (50%) of the adult population in the region is male, according to 2010 estimates (not shown).

Sentencing Status

As realignment is implemented, it is realistic that the proportion of sentenced to unsentenced inmates will change over time as detention bed space is needed for the N3 population. As Figure 5 shows in 2006, 2009, and 2010, the majority (around two-thirds) of inmates detained at local detention facilities were unsentenced.

[7] Schwartz, J. & Steffensmeier, D. (2007). *The nature of female offending: Patterns and explanation. In Female offenders: Critical perspective and effective interventions.* Edited by R. Zaplin. Boston, MA: Jones & Bartlett.

Figure 5
SHERIFF'S INMATES BY SENTENCE STATUS
2006, 2009, and 2010



SOURCE: San Diego County Sheriff's Department, SANDAG

Custody Level

Another factor to consider in terms of the system's capacity to house offenders is the proportion of inmates at different custody levels at the facilities. Custody level refers to the inmate's potential to cause harm to staff and/or other inmates. The custody level, along with the hazards and instructions, special conditions, and/or high-risk indicators, is intended to separate a potentially violent inmate from a non-violent inmate. A higher custody level may require closer supervision, more frequent checks, or possibly additional staff to escort them. The custody level of an inmate may preclude them from certain activities, programs, or inmate worker status. A description of each of the six custody levels follows.

- **Minimum Custody Level (1):** This inmate poses the lowest risk to staff and other inmates. This inmate is non-assaultive, with no known disciplinary problems, lacks criminal sophistication, and is sentenced. Level 1 inmates may be housed at any detention facility and are considered best suited for inmate worker status and programs.

- **Low Custody Level (2):** This inmate has no current or significant prior assaultive history. This inmate also has no escape or known disciplinary problems. Level 2 inmates may be housed at any detention facility and are eligible for programs.

- **Medium Custody Level (3):** This inmate has no current or significant prior assaultive history and no escape history or known disciplinary problems, but is somewhat more criminally sophisticated than a Level 2 inmate. This inmate can be on active parole, non-revocable parole, sentenced to local custody under AB 109 (1 to 3 years), or out to court for further proceedings from federal or state prison. Level 3 inmates may be housed at any of the Sheriff's detention facilities. This custody level may be more suitable for inmate programs, but is dependent on each facility and the criteria set forth by the program administrators.

- **High Custody Level (4):** Level 4 inmates are those that have a current assaultive charge, prior assaultive history, or deemed an institutional behavior problem or/and escape risk. Level 4 inmates may be housed at the Central Jail, GBDF, Las Colinas, SBDF, or Vista Jail. This custody level may be more suitable for inmate programs, but is dependent on each facility and the criteria set forth by the program administrators.

- **Maximum Custody Level (5):** This inmate must have a combination of two criteria: current assaultive charges, prior assaultive history, or deemed an institutional behavioral problem or an escape risk. Level 5 inmates may only be housed at the Central Jail, GBDF, Las Colinas, SBDF, and Vista Jail. These inmates are generally not eligible for programs.

- **High-Maximum Custody Level (6):** The Level 6 inmate poses the highest risk to staff and other inmates. The inmate must have a combination of current assaultive charges, a prior assaultive history, or be an institutional behavior problem. In addition, s/he may have a high-profile case or extreme act of violence which jeopardizes public safety or provides the inmate with status that would allow him/her to have power or authority over other inmates. A Level 6 inmate will be housed individually unless otherwise approved. Level 6 inmates may only be housed at the Central Jail, GBDF, Las Colinas, or Vista Jail. This level of inmate is not eligible for group programs.

As Table 2 shows, 44 percent of the inmates detained by the Sheriff were classified as appropriate for minimum or low custody in 2010, 21 percent did not have a prior violent history but were determined to be more sophisticated and were categorized as Level 3 (medium-risk), and 35 percent had some type of history of aggression which resulted in the classification of high, maximum, or high-maximum custody. It should be noted that the increase in the proportion of Level 1 inmates since 2006 reflects revisions made to the classification policies and procedures. Specifically, prior to the change, a Level 1 inmate had to be a non-assaultive, sentenced, misdemeanant, and following it, could be either a sentenced misdemeanant or felon.

Table 2
SHERIFF'S INMATES
BY CLASSIFICATION LEVEL
2006, 2009, and 2010

	2006	2009	2010
Class. Level			
I (Minimum)	<1%	13%	17%
2 (Low)	26%	22%	27%
3 (Medium)	31%	27%	21%
4 (High)	33%	25%	21%
5 (Maximum)	9%	13%	14%
6 (High-Maximum)	<1%	1%	1%
TOTAL	4,244	4,932	4,557

NOTE: Percentages do not equal 100 due to rounding.

SOURCE: San Diego County Sheriff's Department, SANDAG

Level and Type of Primary Offense

Once realignment has gone into effect, it is likely that the proportion of inmates housed at the local detention facilities for a felony-related offense will increase. As Table 3 shows, the highest (or most serious) charge at booking was most often a charge other than a violent or property offense at the misdemeanor level (43% in 2010). According to the Sheriff's Department who provided these data, "other" may include alcohol- and drug-related charges, driving under the influence (DUI), weapons offenses, sex crimes, fraud, violation of a court order, disorderly conduct, arson, and probation/parole violations. Further analyses revealed that when considering all offenses (regardless of which was most serious), two in every five (40%) individuals booked had a drug-related charge and one-quarter (25%) had a DUI charge (not shown).

Table 3
SHERIFF'S INMATES MOST SERIOUS CHARGE AT BOOKING
2006, 2009, and 2010

	2006	2009	2010
Felony			
Violent	11%	13%	12%
Property	13%	11%	12%
Other	26%	25%	25%
Misdemeanor			
Violent	5%	5%	5%
Property	3%	3%	4%
Other	41%	43%	43%
TOTAL	**97,910**	**98,714**	**97,863**

NOTE: Percentages may not equal 100 due to rounding.
SOURCE: San Diego County Sheriff's Department, SANDAG

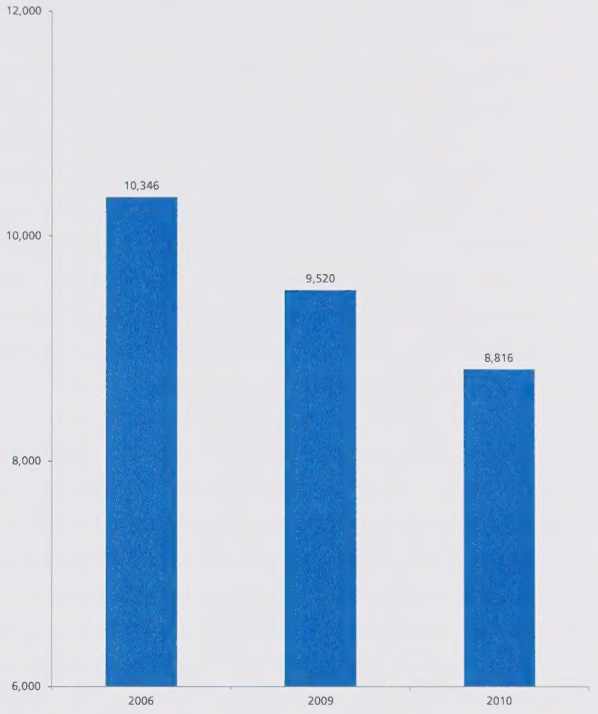
At the time of this report, individuals can be transferred to prison either for a new prison term, or a parole violation. As Figure 6 shows, 8,816 individuals booked into a Sheriff's facility in 2010 were categorized as prison transfers, which represented 9 percent of all bookings in that year[8] and a decrease from 2009 (7%) and 2006 (15%). The 9,520 prison transfers in 2009 represented 10 percent of bookings that year and the 10,346 in 2006 represented 11 percent (not shown). It is expected that with realignment the number of prison transfers will continue to decline as PROs are not eligible to be returned to state prison unless they commit a new felony offense.

Other Special Populations

Other information maintained by the Sheriff's Department that affects housing, staffing, and coordination with other agencies includes the number of inmates who were transferred to the state prison system, in protective custody or administrative segregation, and released to federal custody due to their immigration status.

[8] While an individual could bypass the Sheriff's intake facilities and be booked directly into a state prison, statistics are not maintained locally on how often this may occur.

Figure 6
NUMBER OF SHERIFF'S INMATES TRANSFERRED TO STATE PRISON
2006, 2009, and 2010



SOURCE: San Diego County Sheriff's Department, SANDAG

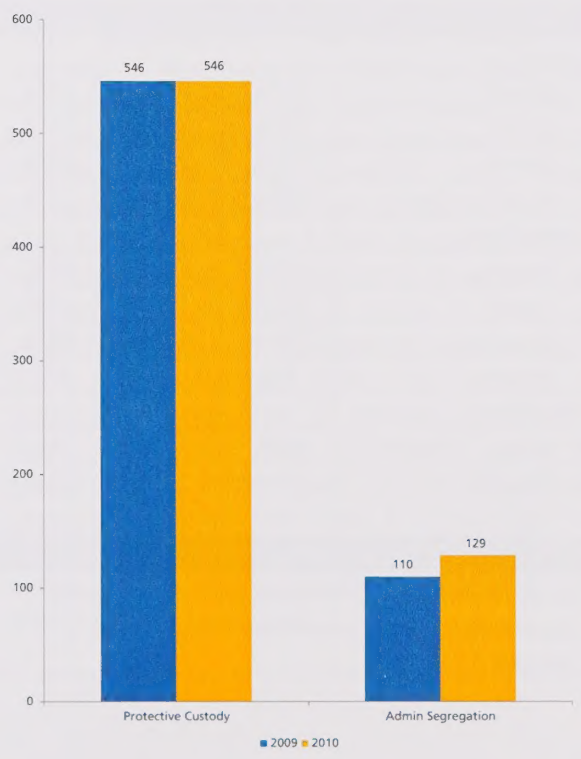
In some circumstances, inmates are segregated from the general inmate population through protective custody or administrative segregation due to concerns for their safety, staff safety, facility security, or pending a hearing on disciplinary action. Protective custody is the voluntary or involuntary placement of an inmate into separate and secure housing when there is a threat against his/her life, whether stated or implied. Administrative segregation consists of separate and secure housing, but does not involve any other deprivation of privileges other than those necessary to obtain the objective of protecting the inmates, staff, or public. Inmates who can be placed into administrative segregation include those who are pending a hearing or investigation for a rule violation or criminal offense, have displayed a continual inability or unwillingness to live in the general population, have shown a propensity for violence, have paroled, been released from, or are anticipated to be housed in a Security Housing Unit in another correctional setting, have a high-profile case, are suspected of being a juvenile, are

suspected of being a Regional Center Client requiring psychiatric care, and sentenced to death.

The monthly average for both 2009 and 2010 (data were not available for 2006) of the numbers of inmates placed in protective custody was 546, and the monthly average placed in administrative segregation was 110 in 2009 and 129 in 2010 (Figure 7). Based on the ADP, around 15 percent of the detention population required some type of special housing at any one time in 2010. Because the detention population will be changing after realignment goes into place, it is possible that these numbers will increase as more serious offenders and offenders with a greater number of issues are booked and detained locally. This change will have an impact on the amount of general population beds available, as well as staffing level needs.

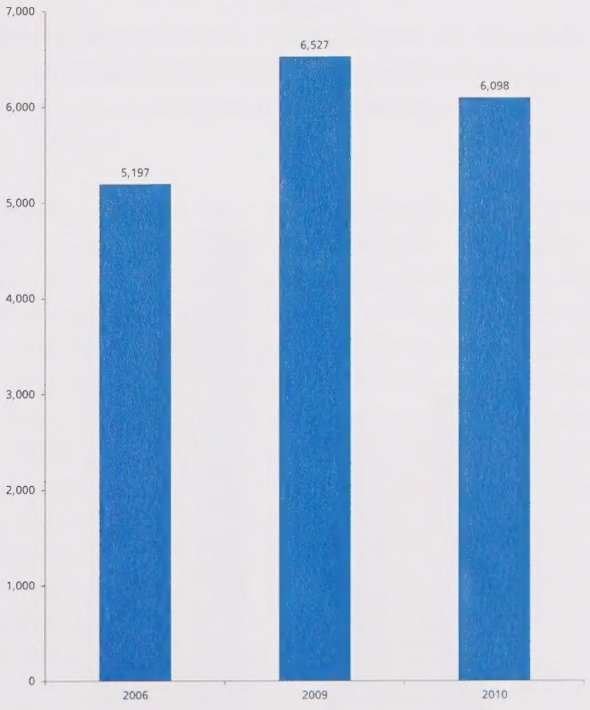
Finally, information is presented regarding the number of inmates who are released to immigration annually, as these data could change over time. U.S. Immigration and Customs Enforcement (ICE) staff is assigned at each of the Sheriff's intake facilities for the purpose of screening all bookings to determine an inmate's immigration status. The Sheriff's Department also participates in the Secure Communities program in which local law enforcement agencies share fingerprint information from bookings with the Federal Bureau of Investigation who, in turn, shares it with ICE to check against its immigration databases. If these checks reveal an individual is unlawfully present in the U.S. or otherwise removable due to a criminal conviction, ICE takes enforcement action. As Figure 8 shows, a total of 6,098 inmates were released to immigration enforcement officials in 2010, fewer than in 2009, but more than in 2006.

Figure 7
NUMBER OF SHERIFF'S INMATES REQUIRING SPECIAL HOUSING
2009 and 2010



SOURCE: San Diego County Sheriff's Department, SANDAG

Figure 8
NUMBER OF SHERIFF'S INMATES RELEASED TO IMMIGRATION
2006, 2009, and 2010



SOURCE: San Diego County Sheriff's Department, SANDAG

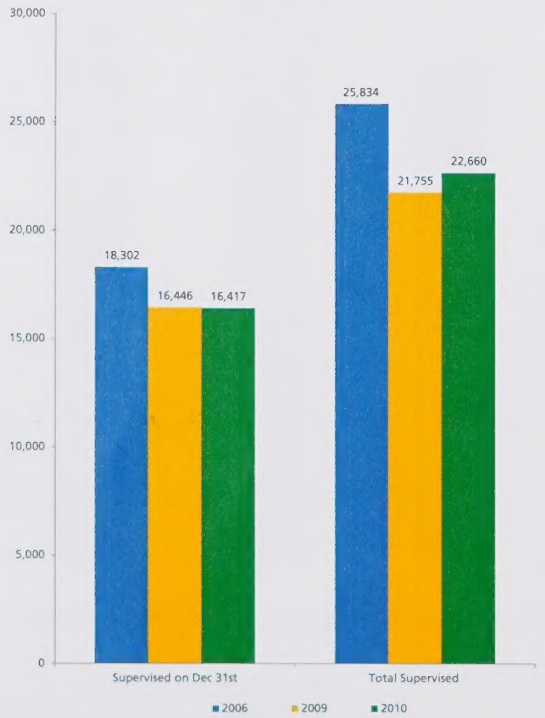
Adult Offenders Under Probation Supervision

The mission of the San Diego County Probation Department is to protect community safety, reduce crime, and assist victims through offender accountability and rehabilitation. Information is shared here regarding how many individuals were supervised by probation, as well as the characteristics and risk level of these probationers.

Number of Individuals Supervised

As Figure 9 shows, a total of 22,660 adults were supervised by Probation during 2010, with 16,417 supervised on December 31st of that year, providing a one-day snapshot of the number of individuals across the region under community supervision at any one time. While these numbers represent decreases from one and five years earlier, these caseloads are expected to increase in the coming years once realignment goes into effect.

Figure 9
NUMBER OF INDIVIDUALS UNDER PROBATION SUPERVISION IN THE COMMUNITY
2006, 2009, and 2010



SOURCE: San Diego County Probation Department, SANDAG

Demographic Characteristics

Table 4 provides an overview of the characteristics of individuals who were under probation supervision during 2006, 2009, and 2010. As was the case with the inmate profile, there has been little change over the years, with the offender population including an over-representation of younger adults, minorities, and males, compared to the general population previously described. Probationers also were similar to the inmate population in terms of age and ethnicity, but consistent with national data[9], females represented a greater percentage of offenders being supervised in the community, compared to being detained in a local jail (24% versus 15%). Again, as Probation assumes responsibility for supervising the PRO population, it is reasonable to assume these data may change to some degree in the future.

Table 4
CHARACTERISTICS OF INDIVIDUALS UNDER PROBATION SUPERVISION
2006, 2009, and 2010

	2006	2009	2010
Age			
18-24	22%	21%	20%
25-34	33%	35%	35%
35-44	26%	22%	22%
45 and older	20%	23%	23%
Ethnicity			
White	41%	39%	40%
Black	16%	16%	17%
Hispanic	35%	38%	36%
Other	7%	7%	7%
Gender			
Male	76%	77%	76%
Female	24%	23%	24%
TOTAL	**25,834**	**21,755**	**22,660**

NOTE: Percentages may not equal 100 due to rounding.
SOURCE: San Diego County Probation Department, SANDAG

[9] Glaze, L. (2010). *Correctional populations in the U.S., 2009.* Washington, DC: Bureau of Justice Statistics.

Type of Primary Offense

As Table 5 shows, around two in every five (42%) probationers had a highest charge that was a drug-related offense and one in three (34%) for a property-related offense. These data have remained fairly consistent over time.

Table 5
MOST SERIOUS OFFENSE RESULTING IN PROBATION SUPERVISION
2006, 2009, and 2010

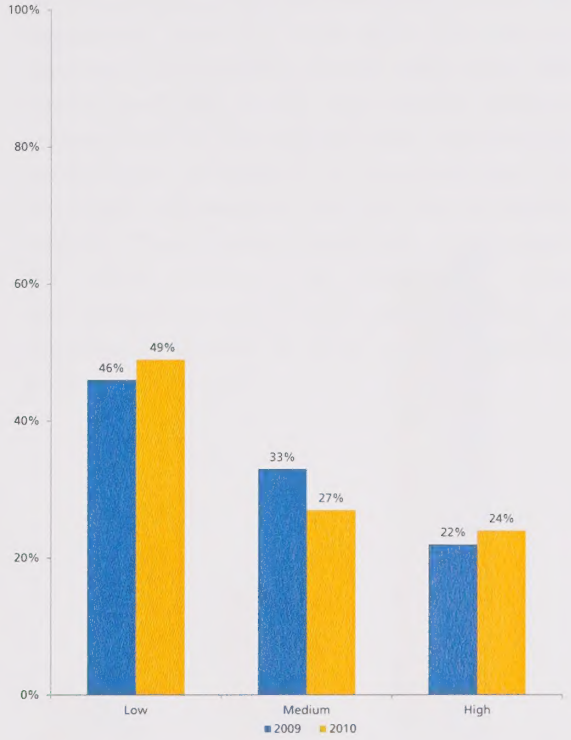
	2006	2009	2010
Violent	17%	19%	19%
Property	33%	34%	34%
Drug	44%	42%	42%
Weapon	2%	2%	2%
Other	4%	3%	3%
TOTAL	**25,834**	**21,755**	**22,660**

SOURCE: San Diego County Probation Department, SANDAG

Risk Level

Adult probationers in San Diego County are assessed to determine the likelihood that they will offend again. In the beginning of 2009, a validated risk-need assessment tool known as the COMPAS was implemented. For those probationers who began their probation prior to early 2009, the Federal Salient Factor Score was used to assess risk and, therefore, these data are not presented. As Figure 10 shows, in 2010, just under half (49%) of probationers were rated as being at a low-risk level, 27 percent at medium-risk level, and 24 percent at high-risk level, which was fairly consistent with the proportions in 2009. Again, as the probationer population changes over time, it is expected that offenders with a higher risk of offending will be under community supervision, changing the distribution of these data.

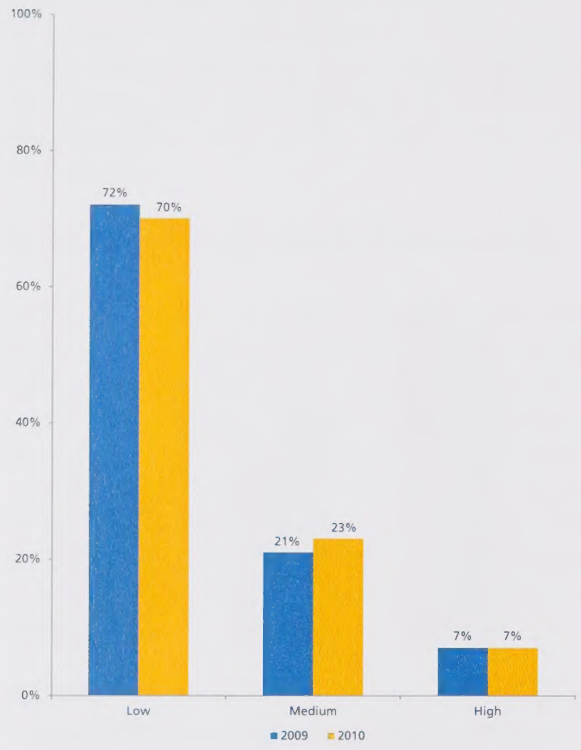
Figure 10
PROBATIONERS' ASSESSED RISK LEVEL FOR RECIDIVATING
2009 and 2010



NOTE: Percentages may not equal 100 due to rounding.
SOURCE: San Diego County Probation Department, SANDAG

Finally, because the PRO population will include low- and medium-risk sex offenders, information regarding current data is also presented here. By law, sex offenders convicted of certain offenses must register with local law enforcement as a "registered sex offender." In the comparison years, some of these offenders may have been under probation supervision and as such are assessed for risk of committing another sex offense using a tool known as the "Static 99." As Figure 11 shows, around three-quarters of the adult sex offenders under local supervision in 2010 and 2009 were rated as low-risk (72% in 2009 and 70% in 2010).

Figure 11
SEX OFFENDERS UNDER PROBATION SUPERVISION BY ASSESSED RISK LEVEL
2009 and 2010



SOURCE: San Diego County Probation Department, SANDAG

SUMMARY AND CONCLUSIONS

The Criminal Justice Clearinghouse of SANDAG has compiled and published regional updates and statistics related to crime, arrests, and victims and offenders since 1977. With the upcoming AB 109 realignment regarding the number and type of offenders who will be detained and supervised locally, providing updated baseline statistics regarding the number and characteristics of adults who are supervised by the San Diego County Sheriff's Department and Probation Department is essential.

As part of AB 109, offenders who have committed non-violent, non-serious, and non-sexual crimes and have no prior convictions for these types of offenses ("non-non-nons" or N3) will be incarcerated, supervised, and rehabilitated by counties, rather than the state. The counties will also be responsible for providing supervision to offenders released from state prison (Post Release Offenders or PRO) which includes low- and medium-risk sex offenders. Once realignment is fully implemented, San Diego County expects to absorb an additional 4,000 offenders annually who would have previously come under state jurisdiction.

A summary of the information presented in this CJ Bulletin and possible conclusions follow.

- In 2010, almost 98,000 individuals were booked into local jail, which equates to an average of 268 individuals a day. With two-thirds of the facilities' ADP of 4,649 representing unsentenced inmates, the Community Corrections Partnership's plan to enhance pre-trial processes and employ alternative custody options to more effectively utilize current jail space is appropriate and encouraged.

- In 2010, around one in three inmates required housing at one of the three highest classification levels due to their assessed security risk. It is anticipated that with changes to the detention population, the need for beds at this higher classification will increase over time. The number of inmates

requiring specialized housing related to protective custody and administrative segregation is also anticipated to increase. As such, the need for different types of bed space and how this may impact in-custody service delivery should be tracked as an increased need for these types of beds will have a negative impact on the number of general population beds available overall.

- The Sheriff's Department currently offers inmates medical, mental health, and other services and programs. However, with an older and more criminally entrenched population entering its facilities for a longer period of time, it will be important for the Sheriff to examine how effective service delivery can continue to be provided. Because resources will be limited for meeting the needs of these offenders, it will be essential that needs are accurately assessed, private-public partnerships explored, and that service delivery seamlessly flows from the institution to the community to the greatest degree possible.

- On December 31, 2010, over 16,000 adults were under some type of community supervision by Probation, almost four times the number of individuals detained in a local facility on a given day. With this number also expected to increase dramatically, it is essential that the use of evidence-based practices, including the use of risk-based supervision, swift and certain sanctions for non-compliant behavior, incentives for compliant behavior, and community-based treatment services, be continued for those currently supervised as well as the new group of PROs.

- Because realignment will lead to ongoing policy changes across the system, stakeholders are encouraged to track both obvious and unexpected consequences that may result. In addition to ensuring that data can be shared across the various systems, conducting a thorough process and impact evaluation to ensure that resources are being effectively and efficiently utilized is encouraged.

- While this CJ Bulletin focused on the current detention and community supervision populations, it is important to note that the Sheriff's and Probation Departments will not be the only ones significantly impacted by this legislation. That is, local law enforcement agencies, prosecution, public defenders, the courts, and the Health and Human Services Agency will all be tasked with maintaining public safety, providing services, and ensuring equitable treatment across the criminal justice system. These stakeholders are commended for their history of partnership and encouraged to continue to work together to leverage resources as they seek to achieve their common goals.

SAN DIEGO SHERIFF'S DEPARTMENT
DETENTION FACILITY LOCATIONS

Created by the
San Diego Sheriff's
Crime Analysis
Sept 2011

SanGIS
We Have San Diego Covered.

U.C. BERKELEY LIBRARIES
C10174074